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Title of the paper

*Towards Improved Public Distribution System for Sustainable Livelihood of Poor people in
India through Direct Benefit Transfer Scheme: An Empirical study of Chandigarh*

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Abstract

Sustainable livelihood can be achieved through poverty eradication. Efficiency and effectiveness has not been achieved by any of the programme optimally. Benefit of these programs not percolated properly in time and with quality delivery at the bottom. India switch over to the technology enabled innovative initiative to implement Aadhaar linked Direct Benefit Transfer (DBT) scheme for Public distribution system under National Food Security Act (NFSA). DBT system would cleanly cut away from all these problems. Present empirical study test and analyses the DBT in attaining the sustainable livelihood

Keywords: Sustainable livelihood, poverty, Direct Benefit Transfer (DBT), public distribution system (PDS).

1-Introduction

Mahatma Gandhi had once said, “One must care about the world one will not see”. Indeed, humanity has progressed when it has collectively risen to its obligation to the world and responsibility to the future. In this context Poverty alleviation is fundamental to safety, security& sustainability of the society and as well as human beings. To achieve this objective development paradigm to meet the various challenges faced by developing nations in the New Millennium especially attaining the objectives of inclusive growth and sustainable development and sustainable livelihood of increasing population. Elimination of poverty in all forms everywhere is at the top of our goals. Addressing the needs of 1.3 billion poor people in the world is not

merely a question of their survival and dignity or our moral responsibility. It is a vital necessity for ensuring peaceful, sustainable and just world. The last three decades have seen the development of an array of techniques and practices aimed at promoting sustainability as it was seen in many public policies.

The global community, after dedicated and consistent efforts, has developed an agenda that promises to address the concerns of human development for all . The post 2015 UN Development Agenda, of Sustainable Development Goals (SDGs) adopted, replacing the Millennium Development Goals (MDGs) is a unique participatory exercise that has led to the design of a Sustainable Development framework consisting of 17 Goals that address the key concerns of humanity and 169 interlinked Targets within these Goals that reflect the complex and interrelated nature of social, economic and ecological well-being parameters. These ambitious and aspirational SDGs call for significant rethinking in development processes across the world. They also call for significant resources to be dedicated and invested in priority areas as identified in the framework of Goals and Targets for each member state. In this context India's success in sustaining high growth and poverty alleviation will substantially contribute to achieving the ambitious Sustainable Development Goals. "Improving the lives of 1.4 billion Indians would make a major dent in the goal of improving the lives of all humanity. The process of doing so will bring forth technologies and pathways to progress that can be shared with other developing countries to enable them to also share in the increased prosperity. Growth depends on well-functioning infrastructure, policies and good governance that enhance productivity. Without it, none of our objectives, be it eradication of poverty, empowerment of women, provision of basic services or even protection of environment and reversing climate change, would be possible by 2030..

In India after decades of limited success in eliminating poverty, new ideas about attaining the sustainable livelihood are emerging. A number of prominent agencies are currently revising their strategies in broadly similar directions. In this way 'livelihoods approaches' work with people, supporting them to build upon their own strengths and realise their potential, while at the same time acknowledging the effects of policies and institutions, external shocks and trends and implementing strategies. The aim is to do away with pre-conceptions about what exactly poor people are seeking and how they are most likely to achieve their goals, and to develop an accurate and dynamic picture of them in their environment. This provides the basis for identifying the constraints to Sustainable livelihood development and poverty reduction. Such constraints can lie at local level or in the broader economic and policy environment.

India striving to achieve sustainable livelihood by attack on poverty today which includes expanded conventional schemes of development and poverty alleviation, but also launched a new era of inclusion and empowerment, turning distant dreams into immediate possibilities: new bank accounts for 180 million people; direct transfer of benefits (DBT); funds to the unbanked insurance within the reach of all; and, pension for everyone's sunset years. Basic need of life is food. The PDS in India today is a part of the government's food grains operations which ensures supply of food grains to the poor at subsidized price. India's Public Distribution System (PDS) effectively serves as a lifeline for the poor households dependent on subsidised rice and wheat. The PDS has long come under fire for its high cost of delivery and susceptibility to corruption and leakages. However, there is ample evidence to show that where there is a will for serious reform, pilferage of grains can be significantly reduced, and those eligible receive what is due to them. The issue of PDS reform was formally studied by the Central Government in 2013. The output report made a case for Direct Benefit Transfers (DBT) in the form of

unconditional cash transfers to eligible citizens under the National Food Security Act (NFSA). This policy brief discusses two distinct approaches, namely, DBT and e-PDS, as undertaken by different states. The findings are discussed from the perspective of delivery to all eligible citizens at the last mile and any early signals on their impact on nutrition, given their fundamental links to PDS. On this basis, recommendations are made to implementing agencies at the state level, as they have a central role in all matters relating to food and agriculture. Present study of DBT carried out in the Union Territories of Chandigarh to understand the perception of beneficiaries and functionaries of implementing agency about effectiveness and various dimensions of new technology enabled strategy of implementations through *Aadhaar* linked bank accounts like sufficiency and timely transfer of money in bank accounts. Withdrawal of amount from bank, coordination between Centre and State implementing agencies; access to cash-out points at the last mile; and, critically, sufficiency of the transfers received, as well as , concern around diversion, satisfaction level of beneficiaries. Suggests measures to make DBT more effective and give policy prescription.

2-Theoretical Frame work

The word ‘livelihood’ can be used in many different ways. The following definition captures the broad notion of livelihoods understood here: ‘A livelihood comprises the capabilities, assets (including both material and social resources) and activities required for a means of living. A livelihood is sustainable when it can cope with and recover from stresses and shocks and maintain or enhance its capabilities and assets both now and in the future, while not undermining the natural resource base.’¹ The sustainable livelihoods idea was first introduced by the

¹ Adapted from Chambers, R. and G. Conway (1992) Sustainable rural livelihoods: Practical concepts for the 21st century. IDS Discussion Paper 296. Brighton: IDS.

Brundtland Commission on Environment and Development as a way of linking socioeconomic and ecological considerations in a cohesive, policy-relevant structure. The 1992 United Nations Conference on Environment and Development (UNCED) expanded the concept, especially in the context of Agenda 21, and advocated for the achievement of sustainable livelihoods as a broad goal for poverty eradication. It stated that sustainable livelihoods could serve as ‘an integrating factor that allows policies to address ‘development, sustainable resource management, and poverty eradication simultaneously’². The Sustainable Livelihoods Approach can be seen as one of a number of analytical frameworks which deal with the dynamic dimensions of poverty and well-being through establishing a typology of assets which poor individuals, households and communities deploy to maintain well-being under changing conditions. It has conceptual roots in various traditions, including applied social science, agro-eco systems/farming systems analysis and especially participatory approaches to development. The main distinguishing feature of the approach is the attempt to set the analysis of livelihoods within a comprehensive framework which encompasses policy and institutional processes at various levels using technology enabled system as well as micro-level conditions and determinants of livelihood.

Some key messages of the livelihoods approach over the last twenty years have been the following:

- That poor people, especially in rural areas, manage a complex range of assets and activities to sustain themselves – and that development professionals and officials often fail to adequately see and understand this. The approach has been the main corrective to the tendency for professionals to assume that everyone survives primarily by being within

² UNDP. Promoting Sustainable Livelihoods: A Briefing Note Submitted to the Executive Committee, June 4, 1997

a household that has a limited number of economically active adults who are each engaged in one main ‘job’ or occupation.

- That the poorest people are often disproportionately dependent on access to assets which are not privately owned – common property or open-access resources such as forests, common grazing land and fisheries.
- That effective poverty reduction through public budgets is not simply a question of what are classically perceived as ‘social expenditures’ (health, education, and welfare). Poor men and women also need access to a range of other assets and services, including financial services, markets, and equitable justice systems.

Core Sustainable Livelihood principles (Ashley & Carney 1999)³

Poverty-focused development activity should be:

- **People-centred:** sustainable poverty elimination will be achieved only if external support focuses on what matters to people, understands the differences between groups of people and works with them in a way that is congruent with their current livelihood strategies, social environment and ability to adapt.
- **Responsive and Participatory:** poor people themselves must be key actors in identifying and addressing livelihood priorities. Outsiders need processes that enable them to listen and respond to the poor.
- **Multi-level:** poverty elimination is an enormous challenge that will only be overcome by working at multiple levels, ensuring that micro-level activity informs the development of

³ Ashley, Caroline and Diane Carney (1999) Sustainable livelihoods: lessons from early experience,

Department for International Development, London.

policy and an effective enabling environment, and that macro-level structures and processes support people to build on their strengths.

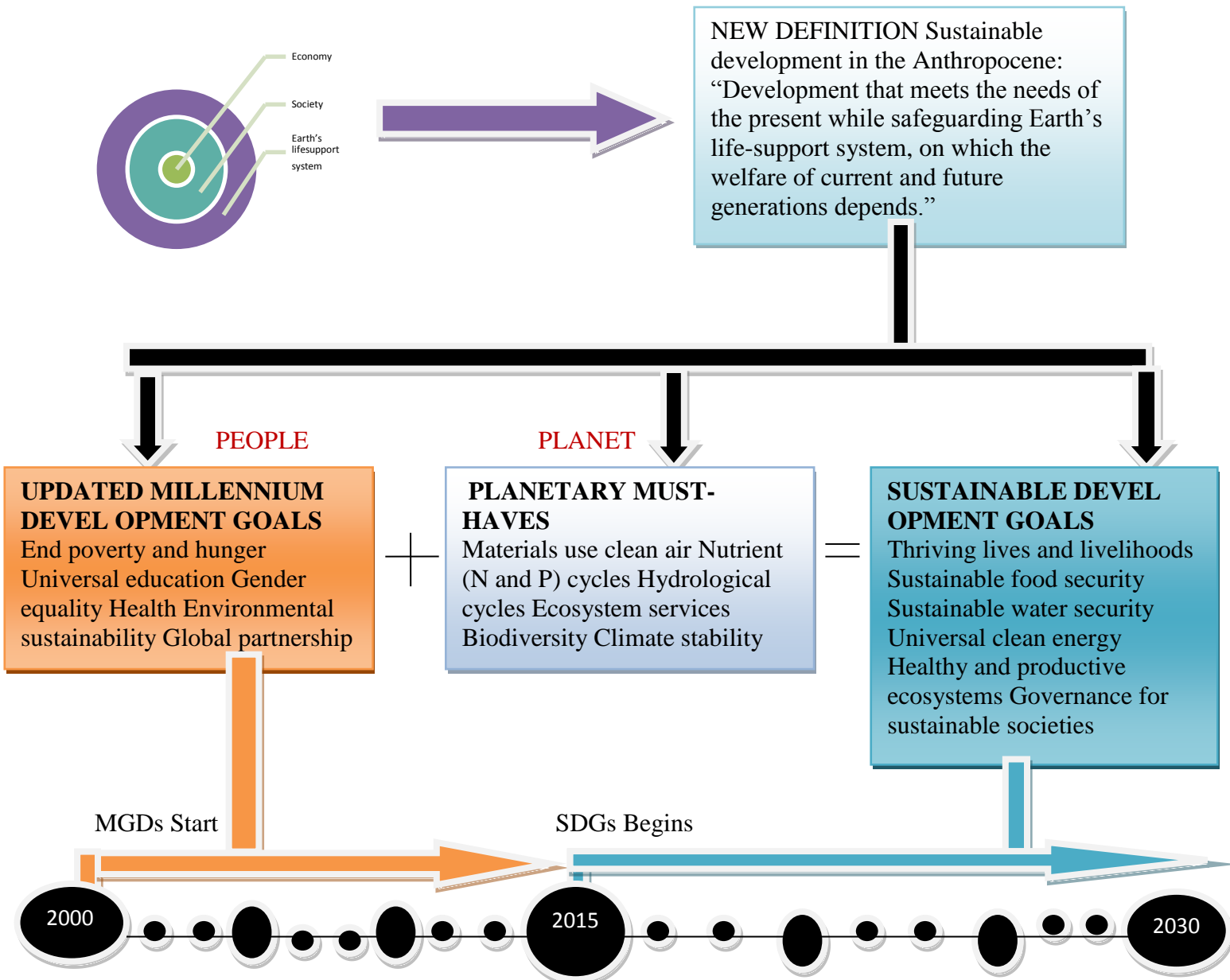
- **Conducted in partnership:** with both the public and the private sector.
- **Sustainable:** there are four key dimensions to sustainability – economic, institutional, social and environmental. All are important – a balance must be found between them.
- **Dynamic:** external support must recognise the dynamic nature of livelihood strategies, respond flexibly to changes in people's situation, and develop longer-term commitments.

Livelihoods approaches have little to say about distributional issues, though there is an implicit assumption that the emphasis will be on the poorest. It will be important to ensure that this focus is maintained by the incorporating broader lessons about reaching the poor into livelihoods analysis. Food security remains a key concern. Over 850 million people in the world are undernourished. It is therefore important to ensure that the new approaches contribute to improved public distribution system and that can help poor people's access to food. In the Brundtland definition there is inference to the "equity" within and across the generations. Hence the concept of Intra generational equity which ensures that the needs of the present generation are met and this cannot be completely fulfilled as long as the deprivation of the well being of the generation is not eliminated. Intragenerational equity also includes the needs of the future generations and one would agree to the fact that this would require elimination of poverty.

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Diagram -1

Sustainable development goals (SDGs) follow from combining the Millennium Development Goals (MDGs) with conditions necessary to assure the sustainability and stability of Earth's systems and sustainable livelihood through eradicating poverty



3-Poverty in India

Poverty is pronounced as deprivation in well-being, and comprises of many dimensions. It includes low incomes and the inability to acquire the basic goods and services necessary for survival with dignity. Poverty also encompasses low levels of health and education, poor access to clean water and sanitation, inadequate physical security, lack of voice and insufficient capacity and opportunity to better one's life.

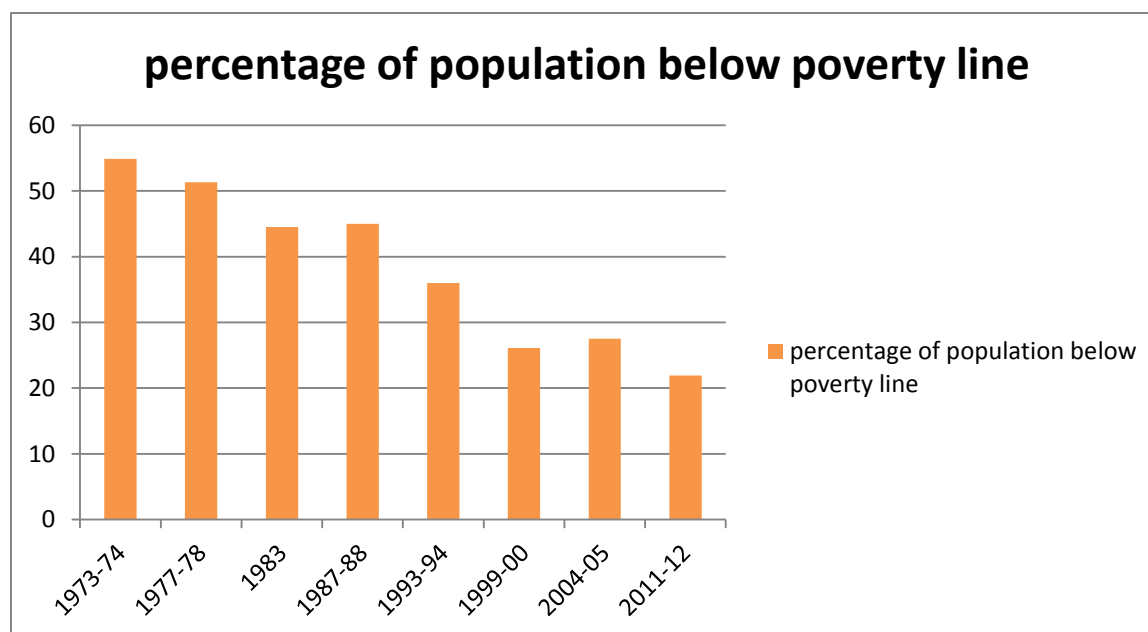
At the United Nation's world summit on social development, the 'Copenhagen Declaration' described poverty as "a condition characterized by severe deprivation of basic human needs, including food, safe drinking water, sanitation facilities, health, shelter, education and information"⁴. When people are unable to eat, go to school, or have any access to health care, then they can be considered to be in poverty, regardless of their income. Further, it is well documented that most poor families in the world spend 80 per cent of their total income on food grains and insufficient purchasing power deprives them from accessing food in right quantity

The *Oxford Poverty* and Human Development Initiative study by Oxford (2010), poverty and human development initiative presents a distressing scenario. The magnitude of poverty in eight Indian states namely Madhya Pradesh, Chhattisgarh, Jharkhand, Uttar Pradesh, Bihar, Rajasthan, Orissa and West Bengal has been measured higher than the most chronically affected poor nations of Sub Saharan Africa. Interestingly these eight states contribute significantly to India's fast growing economy. The multi dimensional view of poverty in these states take into account the multiple deprivations of rural poor from basic services, rights and entitlements

⁴United Nations World Summit for Social Development, Copenhagen Declaration 1995.

India's national poverty level was 70 percent when the country gained its independence in 1947, according to the report, and 22 percent in 2011- 2012, the most recent year for which data are available. Despite "making remarkable progress," a poverty rate of 22 percent in a nation with more than 1.3 billion people means more than a couple hundred million people are suffering. India accounted for the largest number of people living below international poverty line in 2013, with 30 per cent of its population under the \$1.90-a- day poverty measure, the World Bank said.⁵ According to latest data 21.9 percent population lives below national poverty line in India. The proportion of employed population below \$1.90 purchasing power parity a day is 17.9 percent⁶.

Diagram -2



⁵ <http://www.businesstoday.in/current/economy-politics/india-has-highest-number-of-people-living-below-poverty-line-world-bank/story/238085.html>

⁶ <https://www.adb.org/couneteries/india/poverty>

India has halved its incidence of extreme poverty, from 49.4 per cent in 1994 to 24.7 per cent in 2011⁷

4-India's Commitment towards sustainable goal

India is on track to achieving the hunger targets; the nation remains home to one-quarter of the world's undernourished population, over a third of the world's underweight children, and nearly a third of the world's food-insecure people. Report on MGDs India has achieved 11 out of 22 parameters like spanning education, poverty, health, education and so on. The report set the limit for extreme poverty as those living on \$1.25 or less a day. The reduction in poverty is still less than that achieved by several of India's poorer neighbors. Pakistan, Nepal and Bangladesh have each outstripped India in poverty reduction.

Indian government setting targets and performance measures for many governance reforms for the attainment of SDGs. NITI Aayog has been entrusted with the role to co-ordinate 'Transforming our world: the 2030 Agenda for Sustainable Development' (called as SDGs). Moving ahead from the Millennium Development Goals (MDGs), SDGs have been evolved through a long inclusive process for achievement during 2016-2030. These SDGs will stimulate, align and accomplish action over the 15-year period in areas of critical importance for the humanity and the planet. The task at hand for NITI Aayog is not merely to periodically collect data on SDGs but to act proactively fructify the goals and targets not only quantitatively but also maintaining high standards of quality. Ministry of Statistics and Programme Implementation (MoSPI) has already undertaken a parallel exercise of interaction with the ministries to evolve indicators reflecting the SDG goals and targets.

⁷ U.N, Millennium Development Goals (MDG) Report, 2015.

To achieve these tasks, the draft mapping of the goals and targets as an initial step on proposed Nodal and other Ministries has been carried out in consultation with MoSPI. Further, as an illustration, the Centrally Sponsored Schemes (CSSs), including the ‘core of the core’, ‘core’ and ‘optional’ Schemes being implemented by the States have been mapped along with some of the recent initiatives undertaken by the Central Government. In addition, Ministries are implementing Central Sector Schemes and States are also implementing various State Schemes aligned with one or more SDGs⁸.

Table-1

Mapping manner of Sustainable Development Goals (SDGs), Targets, CSS, Interventions, Nodal and other Ministries

Goal No	Goal	Nodal Ministry	Centrally Sponsored Schemes (CSS)	Related Interventions	Targets	Other concerned Ministries /Departments
1	End poverty in all its forms everywhere	Rural Development	1) National Urban Livelihood Mission (Core)	1) Pradhan Mantri Jan Dhan Yojana.	1.1 By 2030, eradicate extreme poverty for all people everywhere, currently measured as people living on less than \$1.25 a day	RD,HUPA
			2) National Rural Employment Guarantee Scheme	2) Pradhan Mantri Jeevan Jyoti	1.2 By 2030, reduce at least by half the proportion of men, women and children of all ages living in poverty in all its dimensions	RD,HUPA

⁸ www.niti.gov.in.

			(MGNREGA)	Bima Yojana	according to national definitions	
			(Core of the Core) 3) National Rural Livelihood Mission (NRLM)	3) Atal Pension Yojana (APY)	1.3 Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable	Social Justice & Empowerment RD Labour WCD Minority Affairs Tribal Affairs
			(Core) 4) National Social Assistance Programme (NSAP) (M/o RD / M/o Finance)		1.4 By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance	Agriculture & Cooperation Land Resources Drinking Water & Sanitation HUPA Panchayati Raj Urban Development RD
			(Core of the Core) 5) National Land Record Management Programme (NLRMP)		1.5 By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters	Home Affairs
					1.a Ensure significant to end poverty in all its dimensions mobilization of resources from a variety of sources, including through enhanced development cooperation, in order to provide adequate and predictable means for	RD HUPA

					developing countries, in particular least developed countries, to implement programmes and policies	
					b Create sound policy frameworks at the national, regional and international levels, based on pro-poor and gender-sensitive development strategies, to support accelerated investment in poverty eradication actions	External Affairs, RD

2	End hunger, achieve food security and improved nutrition and promote sustainable agriculture	Agriculture & Farmers Welfare	6) National Food Security Mission <i>(Core)</i> 7) Mission for integrated Development of Horticulture 8) National Mission on Sustainable Agriculture 9) National Oilseed and Oil Palm Mission 10) National Mission on Agriculture Extension	1) Targeted Public Distribution System (TPDS) 2) National Nutrition Mission (NNM) <i>(Core)</i> 3) National Food Security Act (NFSA), passed in 2013 4) Mid-Day Meal Scheme	2.1 By 2030, end hunger and ensure access by all people, in particular the poor and people in vulnerable situations, including infants, to safe, nutritious and sufficient food all year round	Consumer Affairs Food & Public Distribution
					2.2 By 2030, end all forms of malnutrition, including achieving, by 2025, the internationally agreed targets on stunting and wasting in children under 5 years of age, and address the nutritional needs of adolescent girls, pregnant and lactating women and older persons	Health & FW Ayush WCD

			and Technology		2.3 By 2030, double the agricultural productivity and incomes of small-scale food producers, in particular women, indigenous peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets and opportunities for value addition and non-farm employment	Agriculture & Cooperation
			11) Rashtriya Krishi Vikas Yojana (RKVY) (ACA) (Core) 12) National Livestock Mission (Core) 13) Livestock Health and Disease Control (Core) 14) National Programme for Bovine Breeding and Dairy Development		2.4 By 2030, ensure sustainable food production systems and implement resilient agricultural practices that increase productivity and production, that help maintain ecosystems, that strengthen capacity for adaptation to climate change, extreme weather, drought, flooding and other disasters and that progressively improve land and soil quality	Agriculture & Cooperation
					2.5 By 2020, maintain the genetic diversity of seeds, cultivated plants and	Agriculture & Cooperation

					<p>farmed and domesticated animals and their related wild species, including through soundly managed and diversified seed and plant banks at the national, regional and international levels, and ensure access to and fair and equitable sharing of benefits arising from the utilization of genetic resources and associated traditional knowledge, as internationally agreed</p>	
					<p>2.a Increase investment, including through enhanced international cooperation, in rural infrastructure, agricultural research and extension services, technology development and plant and livestock gene banks in order to enhance agricultural productive capacity in developing countries, in particular least developed countries</p>	<p>Commerce External Affairs</p>

					2.b Correct and prevent trade restrictions and distortions in world agricultural markets, including through the parallel elimination of all forms of agricultural export subsidies and all export measures with equivalent effect, in accordance with the mandate of the Doha Development Round	Commerce
					2.c Adopt measures to ensure the proper functioning of food commodity markets and their derivatives and facilitate timely access to market information, including on food reserves, in order to help limit extreme food price volatility	Agriculture & Cooperation Consumer Affairs Food & Public Distribution

Source:-Sustainable Development Goals (SDGs) – Draft Mapping, Development Monitoring and Evaluation Office, NITI Aayog, New Delhi. Pg. 3 of 30available at <http://niti.gov.in/content/SDGs.php>

Present study directly related to the food security which directly linked with goal-2 of SGD and indirectly contributes to goal-1 and 3.

5-Public Distribution System (PDS) and food security

The Public distribution system (PDS) is an Indian food Security System for the poor people established by the Government of India under the Ministry of Consumer Affairs, Food, and

Public Distribution. India's Public Distribution System (PDS) is the largest distribution network of its kind in the world. PDS was introduced around World War II as a war-time rationing measure. Before the 1960s, distribution through PDS was generally dependant on imports of food grains. It was expanded in the 1960s as a response to the food shortages of the time; subsequently, the government set up the Agriculture Prices Commission and the Food Corporation of India to improve domestic procurement and storage of food grains for PDS. By the 1970s, PDS had evolved into a universal scheme for the distribution of subsidised food. In the 1990s, the scheme was revamped to improve access of food grains to people in hilly and inaccessible areas, and to target the poor. Subsequently, in 1997, the government launched the Targeted Public Distribution System (TPDS), with a focus on the poor. TPDS aims to provide subsidised food and fuel to the poor through a network of ration shops. Food grains such as rice and wheat that are provided under TPDS are procured from farmers, allocated to states and delivered to the ration shop where the beneficiary buys his entitlement. The centre and states share the responsibilities of identifying the poor, procuring grains and delivering food grains to beneficiaries.

To further strengthen the commitment to food security of people Government of India enacted the National Food Security Act, 2013. The Act provides for food and nutritional security in human life cycle approach, by ensuring access to adequate quantity of quality food at affordable price to people to live a life with dignity. The act makes a paradigm shift in approach to food security-from welfare to right based approach. The Act relies largely on the existing TPDS to deliver food grains as legal entitlements to poor households. This marks a shift by making the right to food a justifiable right.

This Act provides for coverage of up to 75 percent of the rural population and up to 50 percent of the urban population for receiving subsidised food grain under Targeted Public Distribution System, thus covering about two-third population. The eligible persons are entitled to receive 5 kg of food grains per person per month at subsidized price of Rs3, 2&1 per kg for rice, wheat and coarse grains respectively. The existing Antyodaya Anna Yojana(AAY) household, which constitute the poorest of the poor, will continue to receive 35 Kg of food grains per households per month at above price⁹

The existing Targeted Public Distribution System (TPDS) operates through a multi-level process in which the centre and states share responsibilities. The centre is responsible for procuring or buying food grains, such as wheat and rice, from farmers at a minimum support price. It also allocates the grains to each state on the basis of a formula. Within the total number of poor in each state, state governments are responsible for identifying eligible households. The centre transports the grains to the central depots in each state. After that, each state government is responsible for delivering the allocated food grains from these depots to each ration shop. The ration shop is the end point at which beneficiaries buy their food grains entitlement.

Analyses of TPDS have revealed several gaps in implementation. These challenges pertain to the inaccurate identification of households and a leaking delivery system. Expert studies have shown that PDS suffers from nearly 61% error of exclusion¹⁰ and 25% inclusion of beneficiaries¹¹, i.e.

⁹ India 2017 Publication Division Ministry of Information and Broadcasting Government of India. New Delhi

¹⁰ “Report of the Expert Group to advise the Ministry of Rural Development on the methodology for conducting the Below Poverty Line (BPL) Census for 11th Five Year Plan”, (Chairperson:

the misclassification of the poor as non-poor and vice versa. Another challenge is the leakage of food grains during transportation to the ration shop and from the ration shop itself into the open market

There are other issues to consider with regard to trends in procurement vis-à-vis production of food grains. As recent data show, the central government procures about a third of the quantity of cereals produced domestically. However, the amount slated for procurement is expected to increase under the Act, raising concerns regarding the sustainability of such a food delivery mechanism. There are also concerns regarding the financial feasibility of such a system. The centre bears a large financial burden, the food subsidy, because the cost of procuring and delivering food grains is about six times its sale price. It is anticipated that the food subsidy will rise steadily due to the increased procurement of grains under the Act, related costs and other factors. Furthermore, a performance audit by the Comptroller and Auditor General has revealed a serious shortfall in the government's storage capacity. Given the increasing procurement and incidents of rotting food grains, the lack of adequate covered storage is bound to be a cause for concern

Despite the existence of these challenges, several states have implemented reforms to address gaps in implementation. It is important to note that while the centre plays a big role in implementing TPDS, states have flexibility to tailor TPDS according to their own priorities. This

Dr. N.C. Saxena), August 2009,

<http://rural.nic.in/sites/downloads/circular/ReportofExpertGroupChaired-Dr.N.C.Saxena.pdf>.

¹¹ “Performance Evaluation of Targeted Public Distribution System”, Planning Commission, 2005.

is demonstrated in states in different ways. Tamil Nadu implements a universal PDS, such that every household is entitled to subsidised food grains. States such as Chhattisgarh and Madhya Pradesh have implemented IT measures to streamline TPDS, through the digitalization of ration cards, the use of GPS tracking of delivery, and the use of SMS based monitoring by citizens.

Other alternatives to TPDS include cash transfers and food coupons. Beneficiaries would directly be given either cash or coupons which can be exchanged for food grains. There are several arguments both in favours and against the effectiveness of such measures. Efforts have been made to introduce cash transfers for various schemes with the Unique Identification Number as a way to improve identification and prevent leakage of subsidy

6-Direct Benefit transfer scheme

The ambitious Direct Benefit Transfer (DBT) system of the Government of India has been envisaged as a radical transformation in service delivery that bypasses the inefficiencies that traditional service delivery mechanisms have faced. With the aim of reforming Government delivery system by re-engineering the existing process in welfare schemes for simpler and faster flow of information/funds and to ensure accurate targeting of the beneficiaries, de-duplication and reduction of fraud Direct Benefit Transfer (DBT) was started on 1st January, 2013. This Direct Benefit Transfer program is to bring transparency and terminate pilferage from distribution of funds sponsored by Central Government to directly transfer the benefits to the under-privileged population covered under PDS. In DBT, benefit or subsidy will be directly transferred to the citizens living below poverty line. No subsidy will be given to those people who don't require it. Central Plan Scheme Monitoring System (CPSMS), being implemented by the Office of Controller General of Accounts will act as the common platform for routing DBT. CPSMS can be used for the preparation of beneficiary list, digitally signing the same and

processing of payments in the bank accounts of the beneficiary using the Aadhaar Payment Bridge of NPC. Under the system, funds are transferred by banks directly to bank accounts of beneficiaries. These accounts are Aadhaar-enabled, in that they are linked to the beneficiary's Aadhaar number. Beneficiaries can link their existing bank accounts or open new accounts, even no-frill ones, using their Aadhaar number. The entire process of fund disbursement to beneficiary accounts is instantaneous. With DBT programme, Government of India aims to make payments directly into the Aadhaar linked bank accounts of the end beneficiaries, removing any malpractices from the existing system such as diversions and duplicate payments.

7-Direct Benefit transfer Scheme in Chandigarh

The Direct Benefit Transfer (DBT) Scheme for food grains was launched in Chandigarh (U.T) on 11th September 2015. With the launch of DBT Scheme, Chandigarh has become 1st U.T/State in the Country. For the implementation of the scheme, the department identified 41,619 Households (with 1, 80,250 units) which included 41,563 Priority Households (PH) and 56 AAY households. The bank accounts of the eligible households had also been mapped with their Aadhaar numbers. The Government of India had released **Rs.1,70,65,996/-** into Society's bank account opened in the SBI, Main Branch, Sector-17, Chandigarh as subsidy amount to be transferred to the bank accounts of the eligible beneficiaries/ households under the scheme for the month of September 2016.

The subsidy amount for the month of September, 2015 amounting to Rs. 1,70,65,996/- under the scheme was transferred directly into the Aadhaar seeded bank accounts of eligible households/beneficiaries. The subsidy amount released to the eligible beneficiaries was calculated on the basis of prices fixed by the Government of India for food grains i.e., Rs.16.125/-kg. for wheat and Rs.23.125/-kg. for rice.

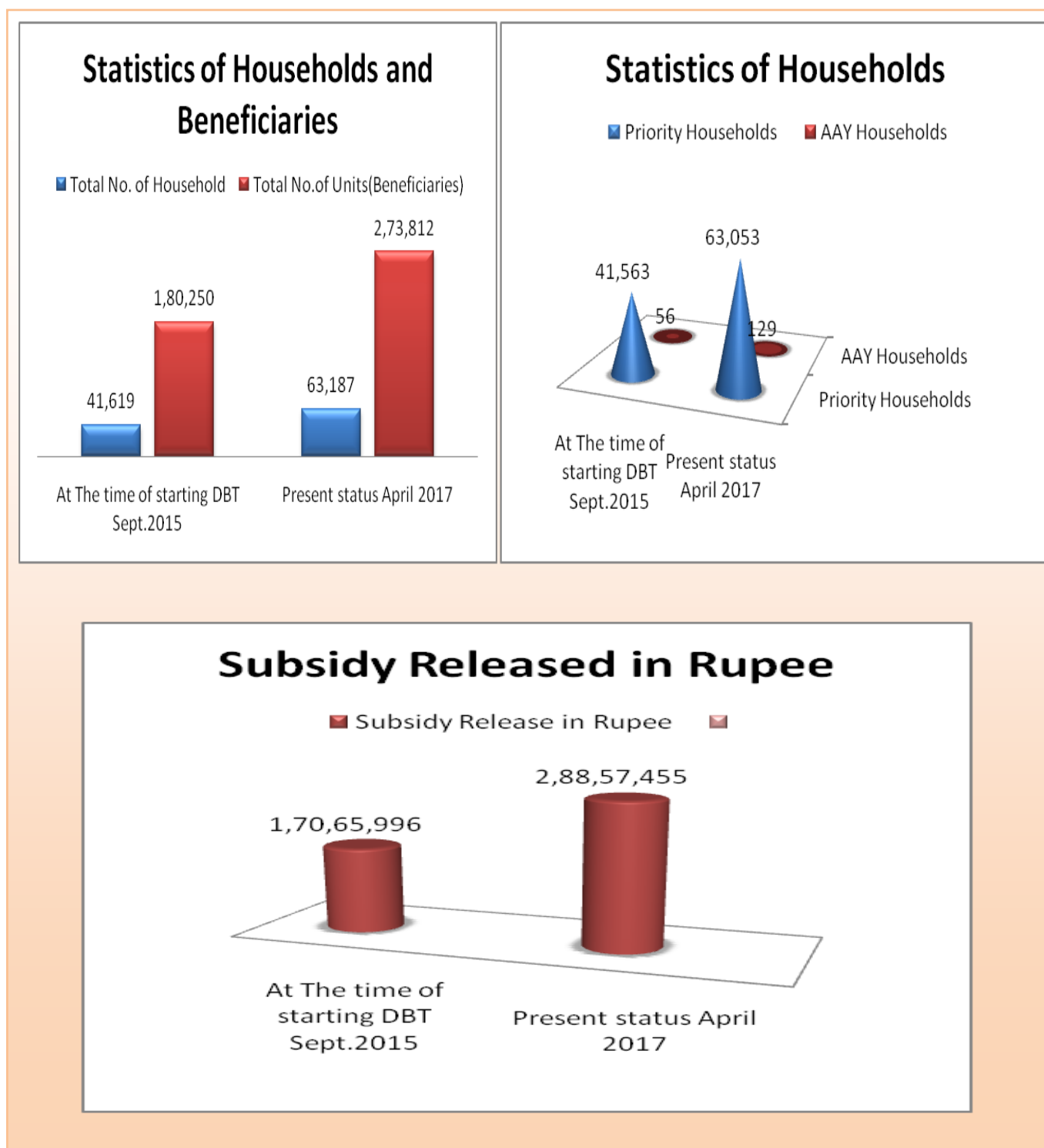
With the subsequent additions, at present a total of 63,187 Households (with 2,73,812 units) which includes 63,058 Priority Households (PH) & 129 AAY households are getting food subsidy (**Rs. 2,88,57,454.56/-**) into their Aadhaar seeded bank accounts.

Table-2

Subsidy amount to beneficiaries (Upto April, 2016)	Wheat - Rs.16.12/-kg. Rice - Rs.23.12/-kg. Priority Households (PHH) – Rs. 94.63/- per member in lieu of 5 Kg. food grains Antyodaya Anna Yojana (AAY) – Rs. 662.38/- per family in lieu of 35 Kg. food grains
Subsidy amount to beneficiaries (Upto November, 2016)	Wheat - Rs.17.06/-kg. Rice - Rs.24.05/-kg. Priority Households (PHH) – Rs. 99.28/- per member in lieu of 5 Kg. food grains Antyodaya Anna Yojana (AAY) – Rs. 694.96/- per family in lieu of 35 Kg. food grains
Subsidy amount to beneficiaries (December, 2016—March, 2017)	Wheat - Rs.17.06/-kg. Rice - Rs.25.17/-kg. Priority Households (PHH) – Rs. 101.52/- per member in lieu of 5 Kg. foodgrains Antyodaya Anna Yojana (AAY) – Rs. 710.64/- per family in lieu of 35 Kg. food grains
Revised Subsidy amount to beneficiaries (April, 2017 & onwards)	Wheat - Rs.18.31/-kg. Rice - Rs.25.17/-kg. Priority Households (PHH) – Rs. 105.27/- per member in lieu of 5 Kg. food grains Antyodaya Anna Yojana (AAY) – Rs. 736.89/- per family in lieu of 35 Kg. food grains
Calculation of Subsidy amount	Wheat - Rs.18.31/-kg. Rice - Rs.25.17/-kg. Formula used - (1.25 MSP* – CIP**) <p>* MSP (Minimum Support Price) ** CIP (Central Issue Price)</p>

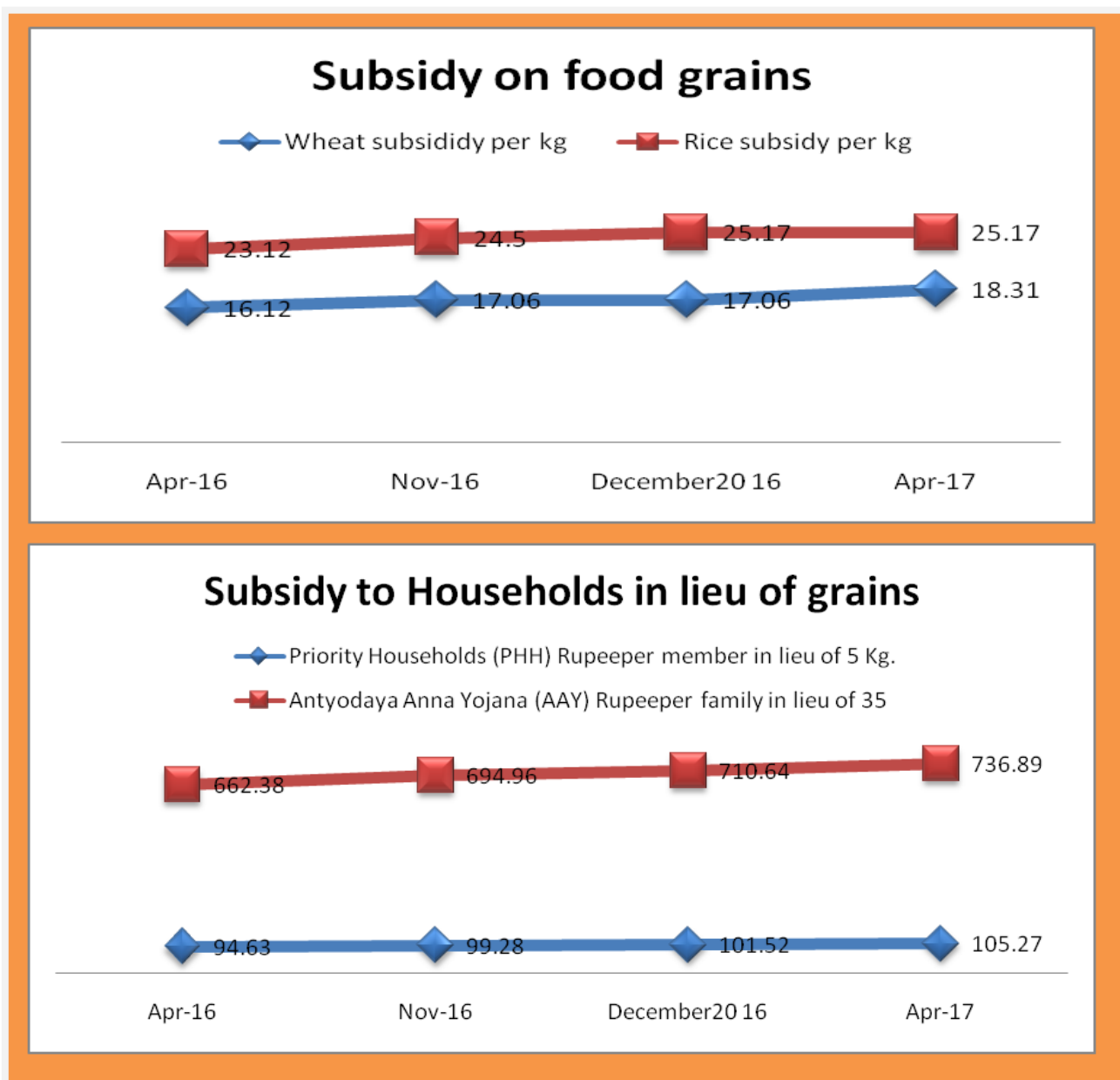
Source: Department of food supply and consumer affairs Chandigarh Administration

Diagram -3



Source: Department of food supply and consumer affairs Chandigarh Administration

Diagram-4



Source: Department of food supply and consumer affairs Chandigarh Administration

Following are the modes through which the department is imparting awareness about DBT Scheme among households and intended beneficiaries:

- **Awareness & Handholding by NSS Volunteers:**

To assist the eligible households and to make aware the other intended households to avail benefits under DBT, the department had coordinating with the NSS Wing of the Chandigarh Administration.

Each NSS Volunteer was assigned the responsibility of 50 households to assist and make aware the eligible households about DBT amount transfer, operation and withdrawal of amount from their bank accounts for purchasing of food grains from open market.

- **Displaying Banners & Standees:**

Banners and Standees had got prepared and displayed at the prominent places of Chandigarh to spread mass awareness about the scheme among common people.

- **Awareness through Pamphlets/Brochures:**

For awareness of DBT Scheme Pamphlets / Brouchers had got printed and distributed among each of NSS Volunteer for spreading mass awareness about the DBT scheme among intended households.

- **Advertisement through Newspapers:**

8-Objective of the study

1. To study the role of direct benefit scheme in attaining sustainable livelihood in India.
2. To study the role of BDT addressing the problem of hunger and nutrition.
3. To study the role of DBT in securing food security in Chandigarh
4. To study the effectiveness of DBT as a governance mechanism an alternate to Public distribution system.
5. To study financial resources mobilization for distribution by cost cutting.
6. To study the role of DBT in ensuring transparency and check on corruption in distributing benefit to the poor.
7. To accesses the role of DBT inclusion of the entitled Beneficiaries
8. To study the comparative perception of beneficiaries about DBT and PDS.

Direct Cash Transfer Scheme aim to reduce leakages, cut down corruption, eliminate middlemen, target beneficiaries better and speed up transfer of benefits to eligible individuals and households. Research question of the study Can the DBT mode of PDS is mile stone in eradicating poverty and ensures proper distribution of food subsidies?

9-Research Methodology

The present study has been conducted in Chandigarh city (Union Territory).Data collected from 600 respondents from the BPL household throughout the city as well as villages on the bases of random sampling from the universe of 63,187 households and pre-tested interview schedule were administered for this purpose

10-Analysis and Interpretation

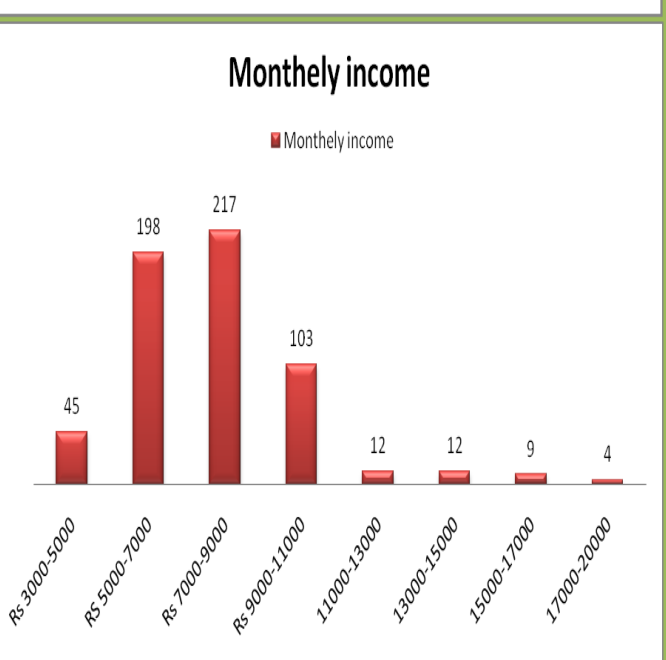
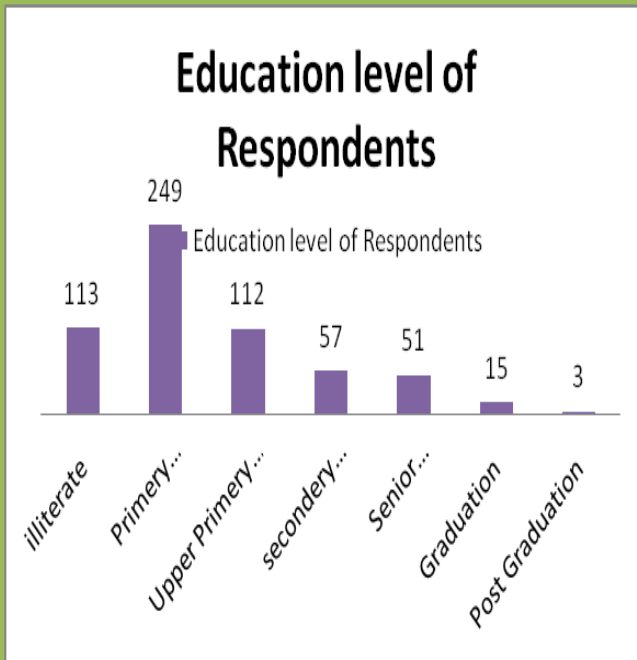
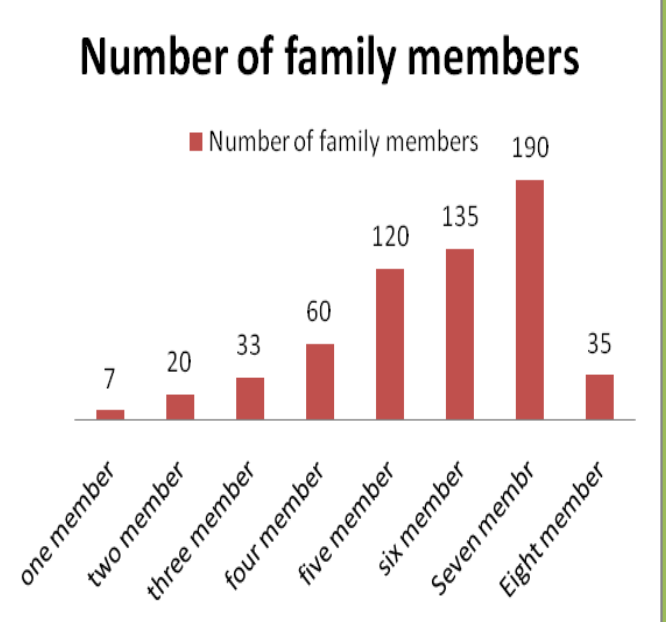
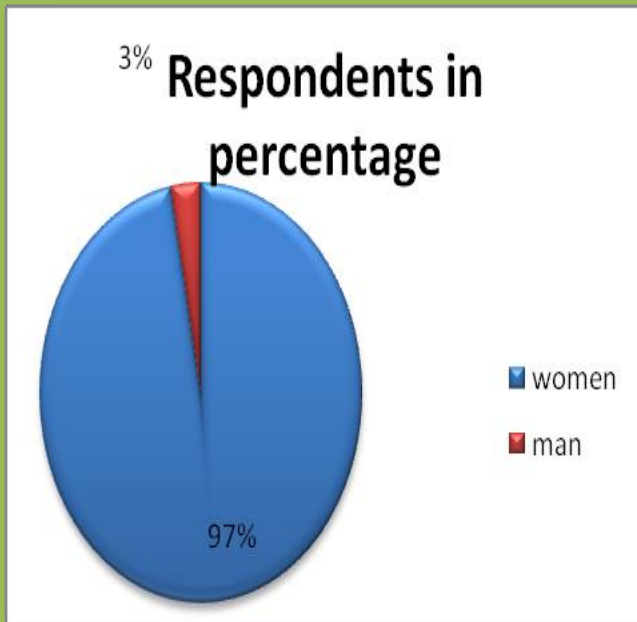
The analysis and interpretation based on the data and information collected from the Beneficiaries. The findings of the study encompasses various aspects of Beneficiaries like education, size of the family ,income of the family ,Occupation, monthly income, account in bank.

10.1-Profile of Beneficiaries

Out of 600 respondents 97 percent are women and 03percent are man. The accounts in banks are in name of women .All Beneficiaries have Aadhaar card and bank accounts in Chandigarh. Socio-economic profile of beneficiaries depicts that most of the beneficiaries and households have 4-7 family members and education up to primary level or illiterate with monthly income in between Rs5000-9000.

Diagram5

SOCIO-ECONOMIC DIMENSION OF BENEFICIARIES



10.2 Analysis of primary data collected through response of respondents

Summary of Response of Respondents about DBT and its impact on their life, governance system and suitability of livelihood

Table No.3

Sr.No	Questions of Responses	Strongly disagree	disagree	Neutral	Agree	Strongly Agree	total
1	Ensures Food security	0	30	90	330	150	600
2	DBT is direct attack on Hunger	60	60	120	240	120	600
3	Helpful for Nutrition purpose	0	30	150	330	90	600
4	Reduce the cost of government	-	-	30	330	240	600
5	Ensures transparency	-	-	120	300	180	600
6	Increased efficiency in delivery mechanism		60	90	330	120	600
7	Time save		30	90	330	150	600
8	Increase inclusiveness	30	60	60	330	120	600
9	Improve financial condition	60		60	120	360	600
10	DBT reduces poverty		60	180	300	90	600
11	Empowers women	-	-	180	300	120	600
12	DBT IS better than grain through PDS		30	150	300	120	600
13	Direct Cash transfer can be misused	90	240	180	90		600
14	Accessibility	-	30	150	360	60	600

Table No-4

DBT Ensures food security					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	30	5.0	5.0	5.0
	Neutral	90	15.0	15.0	20.0
	Agree	330	55.0	55.0	75.0
	Strongly agree	150	25.0	25.0	100.0
	Total	600	100.0	100.0	

The present study reveals that the DBT Scheme ensures food security of the targeted group of poor people in Chandigarh.70 percent respondents fevered that DBT Scheme ensures food security

Table No-5

DBT Attacks Hunger					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	60	10.0	10.0	10.0
	Disagree	60	10.0	10.0	20.0
	Neutral	120	20.0	20.0	40.0
	Agree	240	40.0	40.0	80.0
	Strongly agree	120	20.0	20.0	100.0
	Total	600	100.0	100.0	

With regard to the opinion about the attack of DBT on Hunger 60 percent responded positively. This shows that DBT reduces problem of hunger.

Diagram-6

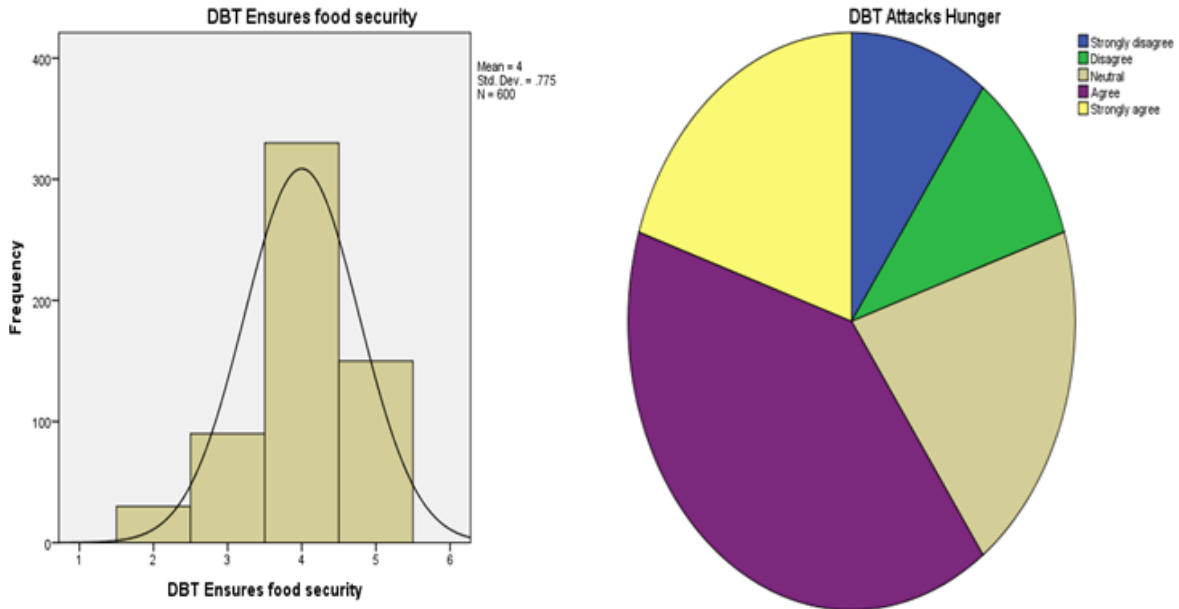


Table No-6

DBT Helps in providing Nutritional value					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	30	5.0	5.0	5.0
	Neutral	150	25.0	25.0	30.0
	Agree	330	55.0	55.0	85.0
	Strongly agree	90	15.0	15.0	100.0
	Total	600	100.0	100.0	

With regard to role of DBT in nutritional value enhancement of food 70 percent respondent responded positively. This shows that DBT provides opportunity for nutritional food to the beneficiaries.

Table No-7

DBT is inclusive as helpful in covering more people					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	30	5.0	5.0	5.0
	Disagree	60	10.0	10.0	15.0
	Neutral	60	10.0	10.0	25.0
	Agree	330	55.0	55.0	80.0
	Strongly agree	120	20.0	20.0	100.0
	Total	600	100.0	100.0	

It is observed from the data of responses regarding the inclusiveness 75 percent respondents thinks that DBT Covers more people and this will short out the problem of exclusion for which PDS was blamed.

Diagram-7

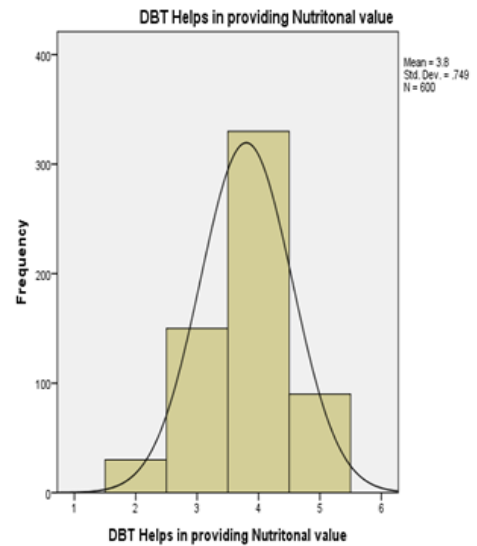
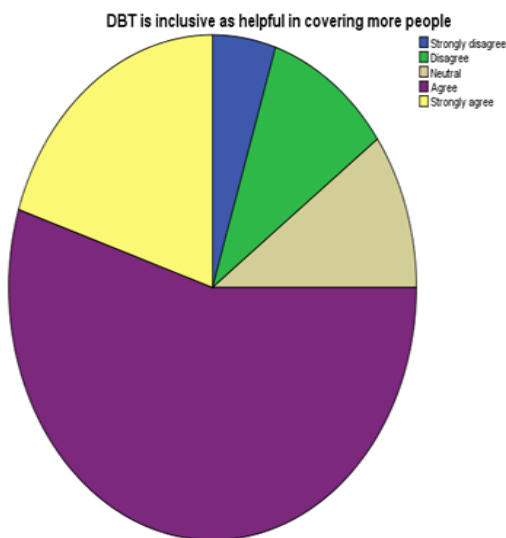


Table No-8

DBT improves financial condition					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	60	10.0	10.0	10.0
	Neutral	60	10.0	10.0	20.0
	Agree	360	60.0	60.0	80.0
	Strongly agree	120	20.0	20.0	100.0
	Total	600	100.0	100.0	

It is noted from the above data that 80 percent respondent opinioned that DBT improves financial condition of the benefices. This shows that there is finical inclusion also.

Table No-9

DBT Save time					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	30	5.0	5.0	5.0
	Neutral	90	15.0	15.0	20.0
	Agree	330	55.0	55.0	75.0
	Strongly agree	150	25.0	25.0	100.0
	Total	600	100.0	100.0	

Data of table depicts that 80 percent beneficiaries responded that DBT is time saving and hassle free and save labor hours. Grain distribution through PDS was time taking and full of hassle respondents face less 'hassle factors' such as long queues and associated wage loss due to time spent, transport costs, and mistreatment from bank staff and spend less time accessing rations.

Diagram-8

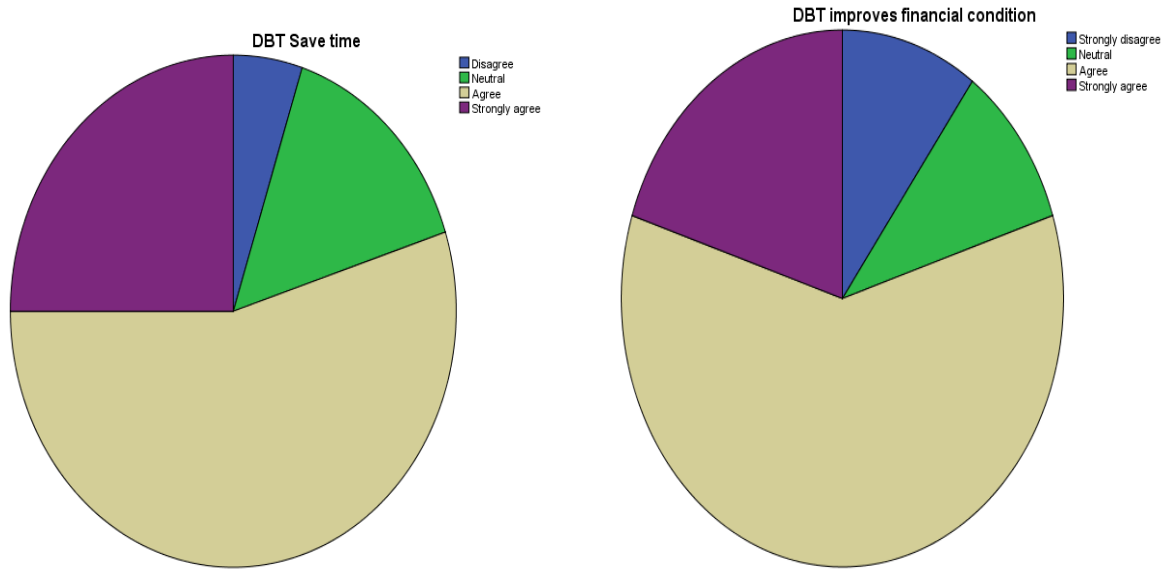


Table No-10

Brings Transparency in distributing benefits					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Neutral	120	20.0	20.0	20.0
	Agree	300	50.0	50.0	70.0
	Strongly agree	180	30.0	30.0	100.0
	Total	600	100.0	100.0	

Considering the governance issues 80 respondents believe that DBT will bring transparency and will reduce corruption. This reveals that DBT better than the grain distribution under PDS which was blamed for corruption and leakage.

Table No-11

DBT effective Mechanism of distributing benefits					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	60	10.0	10.0	10.0
	Neutral	90	15.0	15.0	25.0
	Agree	330	55.0	55.0	80.0
	Strongly agree	120	20.0	20.0	100.0
	Total	600	100.0	100.0	

With regard to the distribution mechanism of benefits DBT is very much effective 75 percent beneficiaries responded positively. DBT is technology enabled and linked with Aadhaar card that ensures that benefits real to the real beneficiary.

Diagram-9

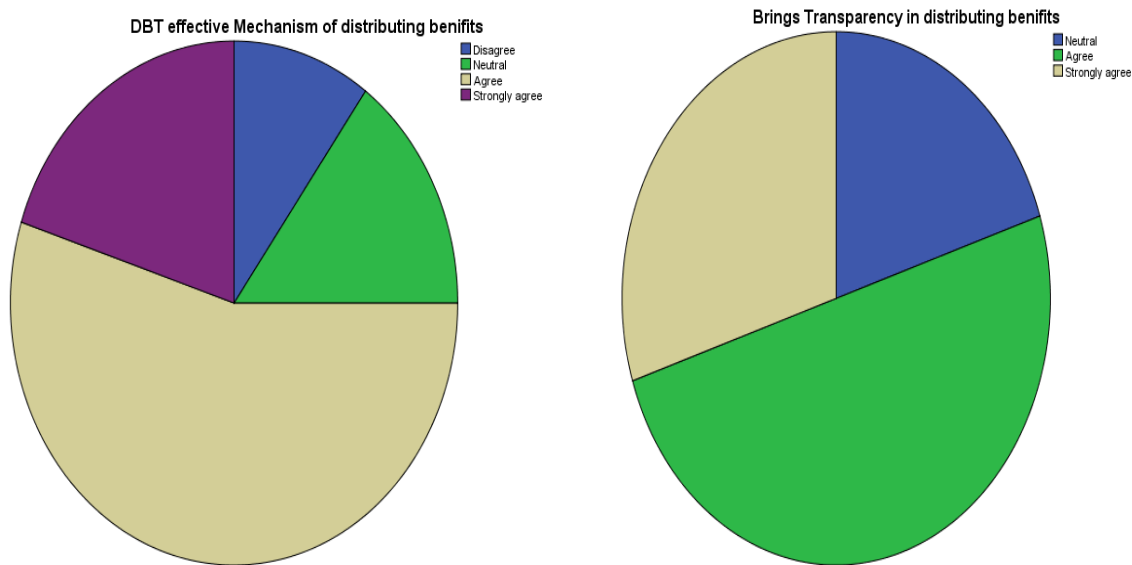


Table No-12

Save Money of Government					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Neutral	30	5.0	5.0	5.0
	Agree	330	55.0	55.0	60.0
	Strongly agree	240	40.0	40.0	100.0
	Total	600	100.0	100.0	

Responses of above data depicts that 95 percent beneficiaries believe that DBT save government money by reduction in leakage, check on corruption, free from transport and storage cost and using e-governance mechanism and low cost of administering the scheme.

Table No-13

DBT ensures accessibility of people to benefits					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	30	5.0	5.0	5.0
	Neutral	150	25.0	25.0	30.0
	Agree	360	60.0	60.0	90.0
	Strongly agree	60	10.0	10.0	100.0
	Total	600	100.0	100.0	

Data of above table shows that 70 percent respondent believes that DBT ensures accessibility to the benefits as Chandigarh have better banking facilities and all citizens have Aadhaar cards and Pro-active administration as it is Union Territory which have better monitoring.

Diagram-10

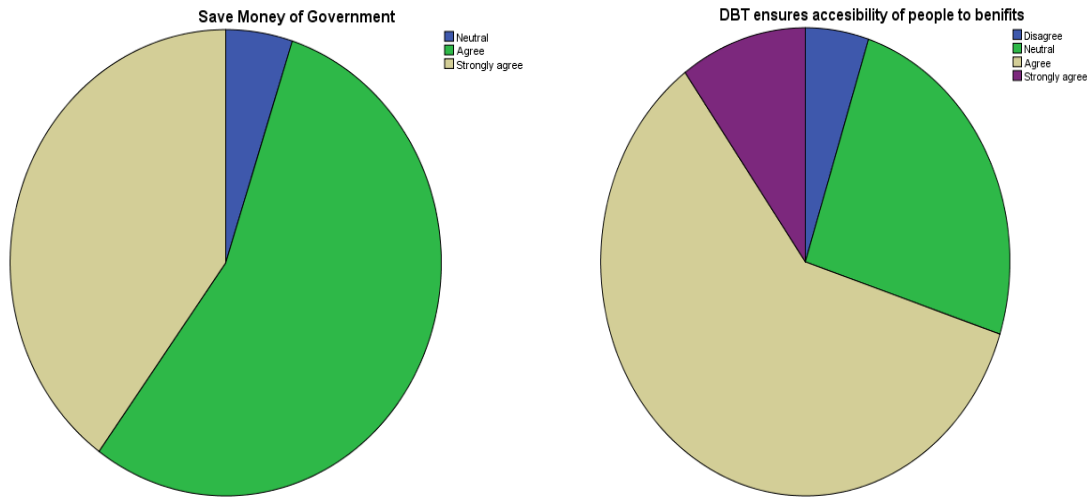


Table No-14

DBT Empower women					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Neutral	180	30.0	30.0	30.0
	Agree	300	50.0	50.0	80.0
	Strongly agree	120	20.0	20.0	100.0
	Total	600	100.0	100.0	

Beneficiaries responses shows that DBT Scheme of distribution benefits of PDS Empowers women.70 percent respondents believes that women become financially strong and access to banking through the opening of accounts on the name of women made women empowered in house as well as in society.

Table No-15

Direct Cash transfer can be misused					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	90	15.0	15.0	15.0
	Disagree	240	40.0	40.0	55.0
	Neutral	180	30.0	30.0	85.0
	Agree	90	15.0	15.0	100.0
	Total	600	100.0	100.0	

Analysis of above data shows that Cash transferred in accounts of beneficiaries is not misused by them. Only 15 percent respondents believes that it can be misused like in alcohol etc. But 55 percent respondent said that cash is used for food only.

Diagram-11

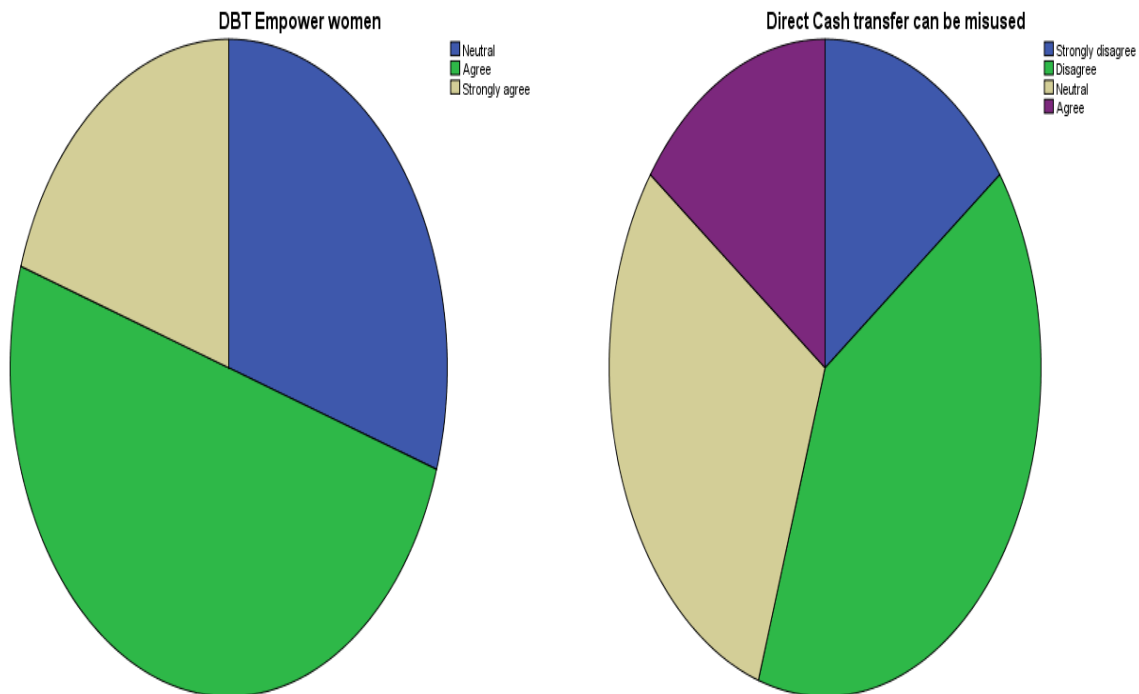


Table No-16

DBT IS better than grain through PDS					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	30	5.0	5.0	5.0
	Neutral	150	25.0	25.0	30.0
	Agree	300	50.0	50.0	80.0
	Strongly agree	120	20.0	20.0	100.0
	Total	600	100.0	100.0	

Table-16 Indicates that DBT is better than grain distribution under PDS.70 Percent of the total respondent are in favor of DBT. Government's initiative for poor people in Chandigarh is successful. Reason for favoring DBT is diversification of financial resources for quality food which was lacking in grain distribution and poor quality of grain.

Table No-17

DBT Will reduce poverty					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	30	5.0	5.0	5.0
	Neutral	180	30.0	30.0	35.0
	Agree	300	50.0	50.0	85.0
	Strongly agree	90	15.0	15.0	100.0
	Total	600	100.0	100.0	

The present study reveals that the DBT Scheme for PDS will reduce the poverty.65 percent of total respondent believes that it will increases their purches power and per capita income which ultimately lead to reduction in poverty.

Diagram-12

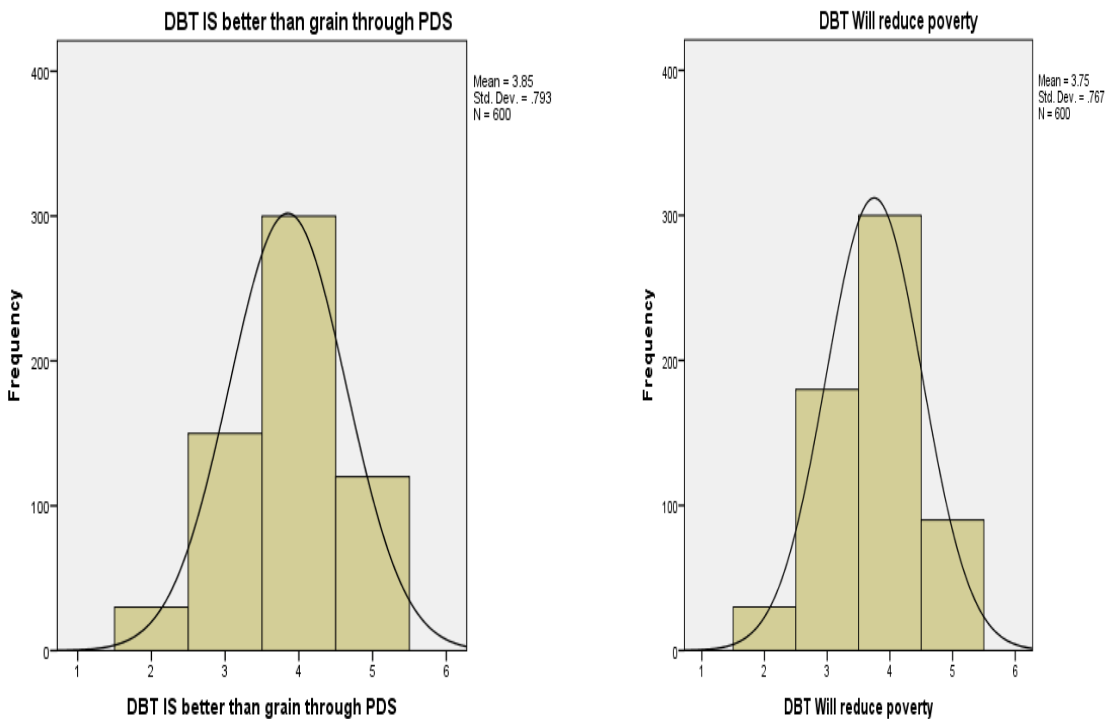


Table No.18

Model Summary									
Model	R	R Square	Adjusted R Square	Std. Error of the Estimate	Change Statistics				
					R Square Change	F Change	df1	df2	Sig. F Change
1	.803 ^a	.645	.640	.460	.645	134.267	8	591	.000
a. Predictors: (Constant), DBT Helps in providing Nutritional value, DBT Attacks Hunger, Brings Transparency in distributing benefits, DBT is inclusive as helpful in covering more people, DBT ensures accessibility of people to benefits, DBT Ensures food security, DBT improves financial condition, DBT effective Mechanism of distributing benefits									

Table No 19

ANOVA ^a						
Model		Sum of Squares	df	Mean Square	F	Sig.
1	Regression	227.389	8	28.424	134.267	.000 ^b
	Residual	125.111	591	.212		
	Total	352.500	599			
a. Dependent Variable: DBT Will reduce poverty						
b. Predictors: (Constant), DBT Helps in providing Nutritional value, DBT Attacks Hunger, Brings Transparency in distributing benefits, DBT is inclusive as helpful in covering more people, DBT ensures accessibility of people to benefits, DBT Ensures food security, DBT improves financial condition, DBT effective Mechanism of distributing benefits						

11-Findings of empirical study

Findings of empirical study about ambitious Direct Benefit Transfer (DBT) system of the Government of India in Chandigarh in attaining sustainable livelihood

1. Direct Benefit Transfer (DBT) for Public Distribution system playing crucial role in poverty reduction through multiply impact of the technology enabled e-governance mechanism.
2. This scheme provides opportunity of diversifies the receiving benefits which are in cash not in kind. This ensures quality food with more Nutritional value like milk, butter fruits, vegetables and quality grains

3. . Direct Benefit Transfer attack directly on hunger by providing cash to the beneficiaries in place of grain distribution under PDS. Poor people not receive grains in old system of grain distribution.
4. Transparency is ensured in DBT for distributing benefits. This scheme is technology enabled and end to end computerized system is there and cash transfer is directly come to the Aadhaar linked bank account. There is check on leakage and corruption.
5. DBT is inclusive as helpful in covering more people. Under National Food security Act 2013 it covers more eligible people and prevents bogus beneficiaries and avoids overlapping as DBT is Aadhaar linked.
6. DBT ensures accessibility of benefits to people .People can Withdrawal their money from their account by any mean through bank cash counter, ATM etc
7. Ensures food security -DBT is effective mechanism of governance to implement National Food security Act 2013 which gives right of food security. Transfer of money ensures food security of the poor.
8. In disbursing the benefits DBT is effective Mechanism of e-governance as it has direct effect and impact on beneficiaries and distributing benefits.
9. DBT improves financial condition of the poor people as they have cash in their accounts which rises there per capita income and perches capacity.
10. Direct Benefit Transfer scheme save time of government as well as beneficiaries which have multiplier effect in improving finical condition of poor people.
11. DBT save government money by reduction in leakage, check on corruption, free from transport and storage cost and using e-governance mechanism and low cost of

administering the scheme. This financial resources mobilization can use to ensures sustain food security

12. DBT ensures empowerment of women by accessing bank and transferring the amount in her bank account.
13. People prefer Direct Benefit Transfer (DBT) for Public Distribution system over the distributing grain under PDS.

12-Issues in Direct Benefit Transfer (DBT) for Public Distribution System

Discussion with beneficiaries while collecting data some issues relating to the DBT was raised on positive note

1. Insufficiency and Diversion Could Diminish Food Security Goals of PDS -The current subsidy per kilogram of grain calculated by taking the difference between 1.25 times the Minimum Support Price and Central Issue Prices, is guided by the NFSA, 2013. However, this results in subsidy amounts that are not reflective of market rates; this insufficiency is observed to be greater in the case of rice, which is more expensive. The result is that an AAY household in more to access the same 35 kg of rice. While the logical approach could be to index DBT amount with real market rates, this may pose other technical challenges such as local price fluctuation, inability to track such data and the appropriate frequency of price indexing.
2. Biometric impressions should be used in bank while Withdrawal of money as 20 percent beneficiaries are illiterate.

3. This scheme can give better results in Chandigarh and other cities as there is better banking and administrative machinery. In rural area we cannot expect same results as there is lack of banking network and effective implementing administrative machinery.
4. Dismantling the PDS to shift to cash transfers will be a reduction in MSP based procurements by the government. Reducing or closing down the PDS would be a direct threat to procurement as there would be no incentive to procure. If such a step is taken, it will only deteriorate the condition of an already-distressed Indian agriculture
5. In view of the practical concerns, activists and policy advocates remain unconvinced about the effectiveness of cash transfers. For example, India's banking system will take a long time to be genuinely inclusive of people in remote rural regions.

Table No 20

DBT POLICY RECOMMENDATIONS

- 1- Review calculation formula for DBT subsidy – the MPCE method from the Rangarajan Committee could provide equivalent subsidy to amount received in grains.**
- 2- Scheme must be coupled with messaging to promote social aim of nutrition and food security to avoid diversions**
- 3- Cash transfers made to accounts of women heads of households, only.**
- 4- DBT approaches require a prerequisite step of digitization of records that helps weed out ghost beneficiaries (de duplication).**
- 5- This scheme expended for inclusion of more poor people.**

13 Conclusions

India's Public Distribution System (PDS) effectively serves as a lifeline for the poor¹² with 46% and 34% of rural households dependent on subsidised rice and wheat, respectively, at last count¹³. The PDS has long come under fire for its high cost of delivery and susceptibility to corruption and leakages. However, there is ample evidence¹⁴ to show that where there is a will for serious reform, pilferage of grains can be significantly reduced, and those eligible receive what is due to them. DBT is right step in right direction for the attainment of sustainable livelihood in India by securing food security, Direct Cash Transfer Scheme reduced leakages, cut down corruption, eliminate middlemen, targeted beneficiaries better and speed up transfer of benefits to eligible individuals and households. The case for direct transfer of benefits is quite strong, but there are also significant challenges in designing and implementing these reforms properly. If the challenges are not properly addressed, the reform has the risk of creating fresh problems for the schemes. As long as implementation is adequate, the basic cash transfer project

¹² The latest Socio Economic and Caste Census (SECC) from 2011 reveals that in nearly 75 per cent of rural households, the main earning family member makes less than Rs 5,000 per month (or Rs 60,000 annually). In just eight per cent of households does the main earning member make more than Rs 10,000 per month.

¹³ National Sample Survey Office (2014): Report No 558: Household Consumption of Various Goods and Services in India 2011–12, New Delhi: NSSO

¹⁴ On PDS reforms (i) in Chhattisgarh, see Drèze and Khera (2015); Khera (2011); Puri (2012), among others; (ii) in Odisha, see Aggarwal (2011) and Chatterjee (2014); (iii) in Bihar, see Drèze et al. (2015)

that has started, and the direct transfer of non-cash benefits based on Aadhaar-based authentication, are good ideas, because they simply automate and improve the integrity of the process of the delivering the benefits, without altering the basic structure of the schemes. Converting the non-cash subsidies and services into cash or cash like instruments requires more comprehensive evaluation, and has consequences that go beyond simple improvement in efficiency of delivery systems. Analysis of DBT Policy through the lens of Mahatma Gandhi and his proclamation "I will give you a talisman. Whenever you are in doubt, or when the self becomes too much with you, apply the following test. Recall the face of the poorest and the weakest man [woman] whom you may have seen, and ask yourself, if the step you contemplate is going to be of any use to him. Will he gain anything by it? Will it restore him to a control over his own life and destiny? will it lead to swaraj [freedom] for the hungry and spiritually starving millions? Then you will find your doubts and yourself melt away." It will be a world of fewer challenges and greater hope; and, more confident of its success. This leads to reduction of poverty and ultimately attainment of sustainable goals for humanity.

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